



# Among agencies, policies, strategies, plans and the reality: What implications for the reconstruction of Cabo Delgado?



REPÚBLICA DE MOÇAMBIQUE

## Estratégia de Resiliência e Desenvolvimento Integrado do Norte de Moçambique

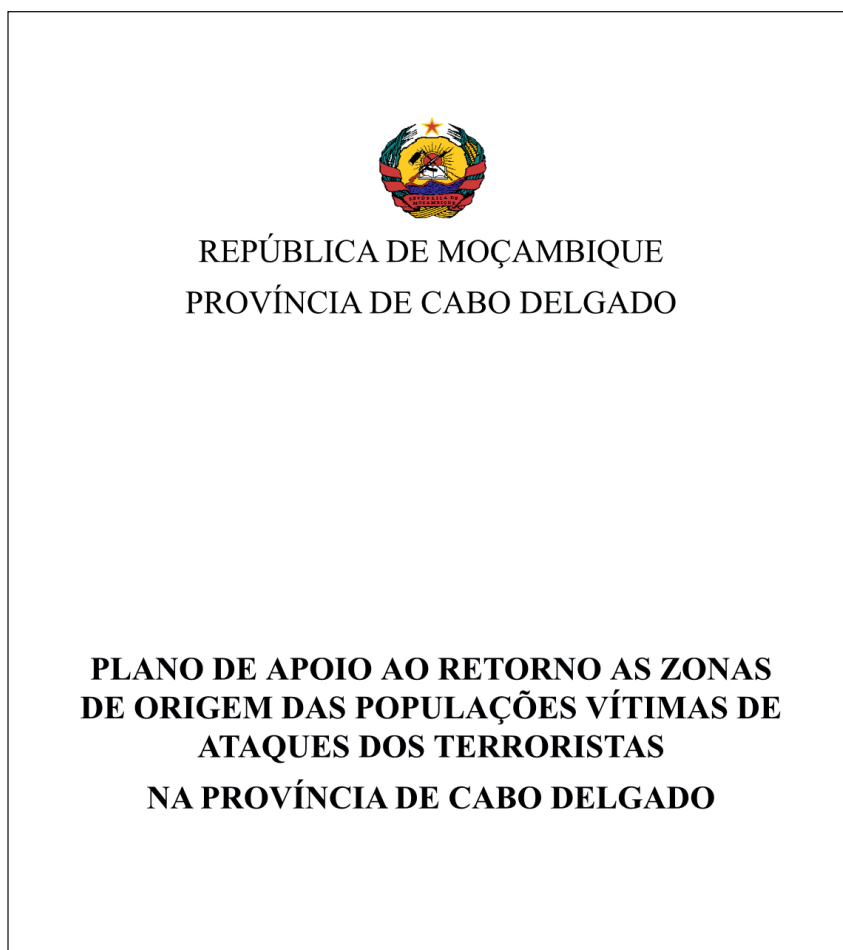


- The province of Cabo Delgado has been the scene of installation of different governmental and non-governmental organizations, academia, civil society organizations and media that intend to build singularly or in consortium a new imaginary for the population, which is essentially embodied in the implementation of projects, plans and programs that aim to create conditions in terms of social cohesion, an environment of peace and harmony, inclusive economic growth and increasingly participatory governance.



This wave is motivated by the violent extremism that has affected Cabo Delgado since October 2017, the consequences of which include loss of life, burning of houses of the population and vandalization and destruction of main infrastructures that embody the presence of the State in the districts of Mocímboa da Praia, Palma, Macomia, Nangade, Quissanga, Ibo, Meluco, Muidumbe and Mueda.

The State did not find within its administrative machinery an institution with a multifaceted mandate that would be able to respond to the challenges posed by violent extremism. Therefore, the Council of Ministers took the decision to create the *Agência de Desenvolvimento Integrado do Norte* (ADIN), through Decree No. 9/2020 of March 18, with the mission to promote multiform ac-



tions in order to boost socio-economic development in an integrated way and promote social harmony throughout the northern region of the country, currently with greater focus on Cabo Delgado, as shown in the institutional strategy and action plan of ADIN.

The creation and entry into operation of ADIN brought great euphoria, especially for the population displaced from areas affected by violent extremism, as it was believed that the agency would change the course of the province. Meanwhile, two years have passed since ADIN's creation and what is known is that plans and projects exist and their funding is constantly flowing, with the World Bank and the European Union as the main partners. Overall, ADIN's activities were expected to be budgeted at over a billion dollars.

It was during the period of ADIN's maturation, however, that various other initiatives emerged on the part of the government aimed partly at removing the weak autonomy that the organization had, but above all at centralizing the management of reconstruction funds in Cabo Delgado.

In September 2021 the Council of Ministers approved the Cabo Delgado Reconstruction Plan, with a budget of about 300 million dollars. The justification was that there was a need to create a mechanism that would not allow the spread of reconstruction actions, therefore being a platform that should bring together all government actions and non-governmental organizations. However, the structure completely ignores the structural and structuring role that civil society organizations play in this province.

In the same month, the Policy and Strategy for the Management of Internally Displaced Persons (PEGDI) was approved by the Council of Ministers, through Resolution No. 42/2021, of September 8, which defines the guiding principles and procedures relating to the management of internally displaced persons, resulting from socio-economic factors (armed conflicts), natural (cyclones, floods, droughts, etc.) and human nature (human-wildlife conflict). The aim is to ensure a coordinated and efficient response. This policy includes in its fourth pillar the reconstruction or recovery component, which essentially comprises the adoption of actions aimed at restoring or improving the means of subsistence of IDPs and

the environment for the normalization of their lives. As such, actions must be implemented in this pillar that will ensure the safe return to areas of origin or insertion in host areas.

In November 2021, the Resilience and Integrated Development Strategy for Northern Mozambique (ERDIN) was submitted to the Government for approval, an instrument budgeted at 2.5 billion dollars and supported by the European Union, the United Nations, the World Bank, and the African Development Bank. With an implementation period of five years (2022-2027), the ERDIN is the first official document that recognizes that the conflict in Cabo Delgado has internal causes: widespread poverty, exclusion, marginalization, land expropriation, deficient human capital, and frustration of social expectations regarding the exploitation of natural resources. Therefore the goal of ERDIN is to rebuild governance and the social and economic tissue in Northern Mozambique, and to support the capacities of local communities to manage climatic or other shocks. The strategy integrates cross cutting issues of human rights, gender, youth and climate resilience. It is also intended, according to the strategy, to contribute to access to justice services, transparency, and financing of employment actions, in order to contribute to peace building and conflict prevention.

In addition to all these initiatives, in April 2022, the Government of Cabo Delgado province designed a plan to support the return to the areas of origin of populations who were victims of terrorist attacks. Under this plan, this Governor has made constant visits to the districts recovered by the joint forces of Mozambique, Rwanda and SADC.

Despite the existence of so many initiatives, the situation in the reception centers for displaced persons has not improved, the return is very weak due to the population's mistrust of the real state of security in the places of origin and, above all, to the lack of guarantees of obtaining means of subsistence in a context extremely fustigated by the conflict and with a great psychological weariness. The question is, therefore, what implications or results have the institutions, the strategies and the funding mobilized in the safe return of the displaced and what is the impact on the reconstruction and development of Cabo Delgado province?

The answer to these important questions can be found in the poor communication that characterizes the institutions entrusted with the management of the reconstruction process. This lack of communication with the different living forces in society, and with the population in general, hinders the process of monitoring activities and, above all, in building security for the population, especially in ensuring means of shelter, food, water supply, access to basic health services, education, and the normal return of economic activities such as agriculture, fishing, the main means of subsistence of the population in coastal areas that were buffeted by the attacks of violent extremists.

Accordingly, there is the possibility of land conflict between the displaced populations, first in their resettlement/housing areas, since the displaced population has received land for the construction of shelters and to make crops, and what about when the population returns to their areas of origin?

Therefore, more than the creation and existen-

ce of mechanisms, normative instruments, and strategies for the reconstruction of the social, economic, and cultural tissue ravaged by violent extremism, there needs to be a broad field of dialogue and participation by civil society and all forces in society in order to ensure a more inclusive, resilient, informed, transparent, and comprehensive reconstruction of the entire population.


Reconstruction funding must be for this purpose, rebuilding not only what has been destroyed, but creating ways that do not allow a return to the situation that gave rise to violent extremism. To this end, it is urgent to provide young people with the means and platforms to build self-employment initiatives, to create sources of employment, and to be included in the main decision-making forums as a way to put forward their demands and obtain a closeness with the state, which ultimately allows for the blocking of recruitment routes to terrorist groups and creates paths for the development of young people and the province.



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